SD
11
.R4

United States
Department of
Agriculture

Forest
Service

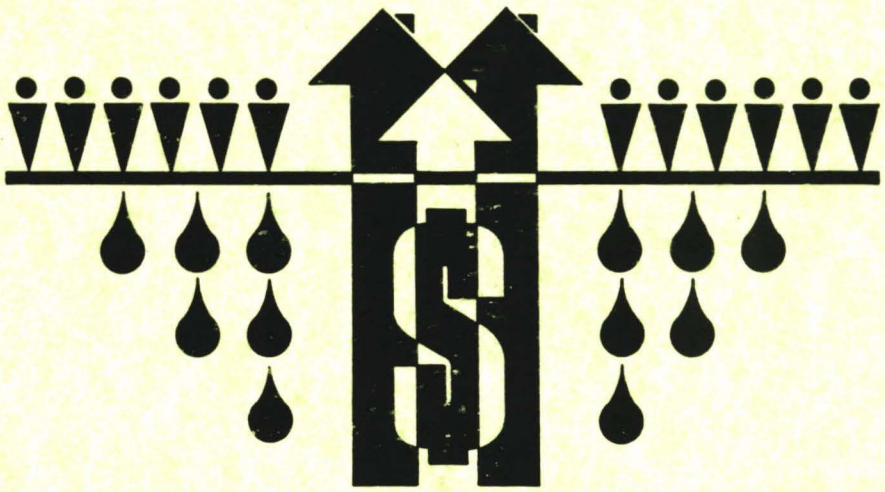
**Intermountain
Region**

Ogden, Utah

December 1992

Economy on the Move through Human and Natural Resource Development

IDAHO



Property of
National FS Library
USDA Forest Service
240 W Prospect Rd
Fort Collins CO 80526

TABLE OF CONTENTS

EXECUTIVE SUMMARY

YOUTH EMPLOYMENT/TRAINING CORPS WITH FOCUS ON NATIVE AMERICANS 1
General Overview 1
Proposed Residential Center - Gooding, Idaho 2

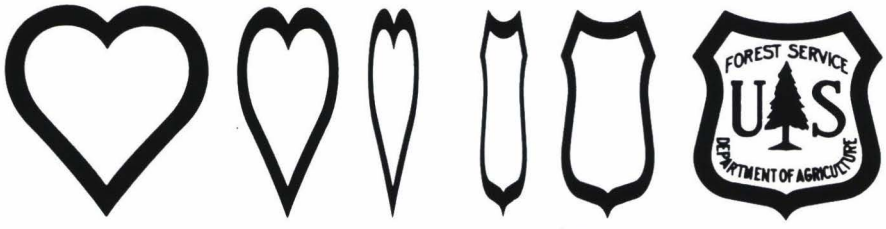
COMMUNITY SERVICE 3
College Community Work Service 3
Workfare 3
Direct Hire/Contracting 4

SENIOR WORKERS 5

JOB CORPS 6
General Overview 6

OTHER SUPPORT INFORMATION 8
Infrastructure 8

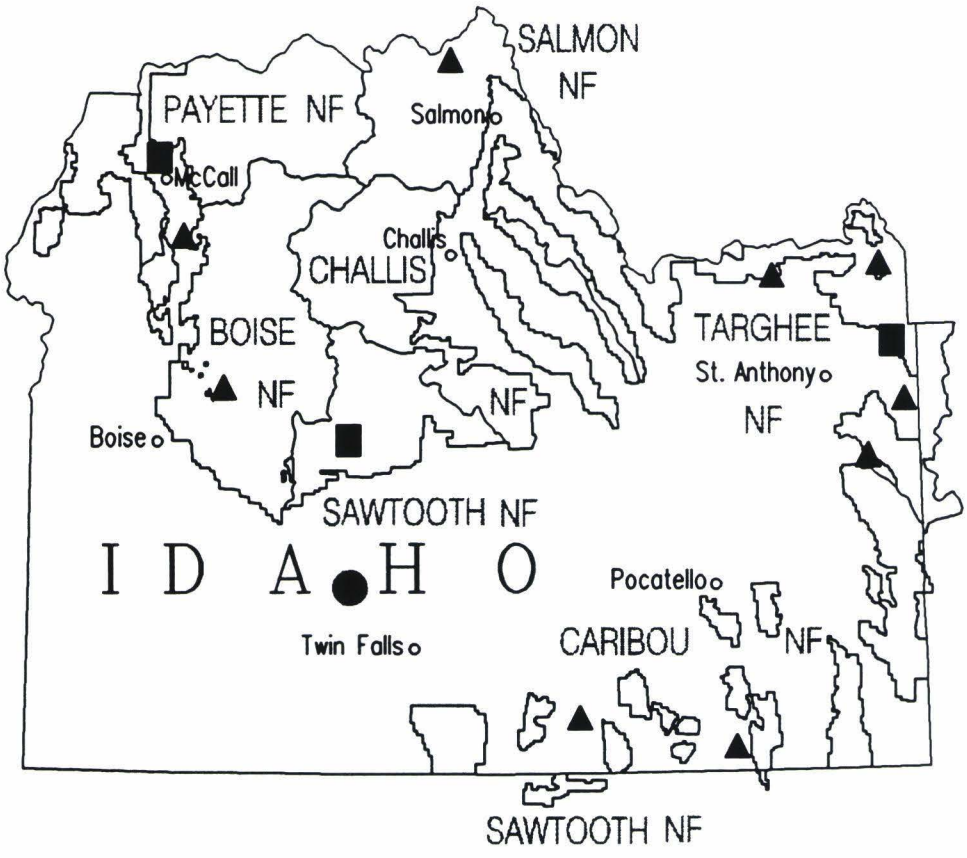
SUMMARY OF IDAHO WORK PROGRAMS 10



Human Resource Programs

The "Heart" of the Forest Service • Building a Better Tomorrow

POSSIBLE WORK PROGRAM SITES



LEGEND

Job Corps or Youth Training Partnership Program (100-350 person) ●

Job Corps or Youth Training Partnership Program (20-50 person) ■

Job Corps or Youth Training Partnership Program (10-20 person) ▲

EXECUTIVE SUMMARY

The Intermountain Region of the Forest Service has prepared this document to identify National Forest capabilities in Idaho to assist the Administration in stimulating the economies of financially-troubled communities through improved educational and job opportunities for the chronically unemployed. In addition, the Forest Service would benefit from the completion of vast backlogs of conservation projects that exist because of reduced budgets and the ever-increasing demands on public land management.

This capability has been divided into four areas:

YOUTH EMPLOYMENT/TRAINING CORPS WITH FOCUS ON NATIVE AMERICANS--There are several locations in Idaho where 10- to 150-person Youth Training Corps camps could be set up quickly to provide Native Americans and other unemployed or disadvantaged youth, ages 16 to 25, opportunities to acquire needed jobs skills and work experience through community service and environmental and conservation work.

Geographically, the National Forests in Idaho are ideally located to provide employment opportunities to the State's population of Native Americans. The Native American unemployment situation is critical in virtually all Indian reservations, bands, and colonies within or near the borders of the Intermountain Region of the Forest Service. For example, there are now 300 youth in the Uinta-Ouray Indian Reservation. The current unemployment rate there is 98 percent for ages 16-18 and 86 percent for ages 19-25. The high school dropout rate in 1990 was 29 percent. Job placement for high school graduates is currently zero and the suicide rate for the last quarter was one percent (12 youth per year). These statistics are typical of Native American populations and indicate an extreme need for work and training programs which could be sponsored or hosted by the Forest Service.

COMMUNITY SERVICE: College Community Work Service--College graduates could repay their student loans through 1- to 2-years work in various administrative and professional positions on a National Forest. The graduate would gain marketable skills and the Forest Service would gain valuable supplemental help in managing the National Forests.

Workfare--The welfare system could be converted to programs more akin to workfare. Those who are able to work would be provided strong financial, educational and social support, plus actual work experience, for a limited period. Theoretically, at the end of this time, they would be in the workforce, or capable of entering it. The Forest Service could contribute to this effort.

Direct Hire and Contracting--The Forest Service could effectively use a large number of people in an accelerated public works program, either through direct hire or contracting for construction and services. The Forest Service could, in a relatively short time, direct hire an estimated 350 additional people or contract approximately $14 million worth of work through the private sector.

SENIOR WORKERS--The unemployment rate of workers who are 40+ years old continues to rise in rural areas bordering National Forests in Idaho. Many are unable to find gainful employment; others are on various forms of supplemental Social Security income or welfare payments; some are retired with insufficient funds to meet their basic needs.

Employment opportunities exist on every Ranger District on the 6 National Forests of the Intermountain Region in Idaho. Upon receipt of funding, 80-100 individuals could be employed at minimum wage within 30 days. Costs would average an estimated $10,000 per enrollee per year.

JOB CORPS--A viable potential exists for establishing a Job Corps Civilian Conservation Center at Gooding, Idaho, to assist with education and employment in areas experiencing chronic unemployment, with a special emphasis on recruitment of Native Americans. The Center could be designed to serve 300 or more enrollees through educational and vocational partnerships with colleges, high schools and other state, county, and local agencies.

OTHER SUPPORT INFORMATION: Infrastructure--The Forest Service has a significant backlog of unfunded construction and maintenance projects that appropriately could be completed under an expanded jobs program. The types of projects in this backlog are described in this section.

Expertise in Managing Human Resource Programs--The Forest Service has 50 years of experience in developing and operating human resource programs that train and employ disadvantaged youth, senior citizens and volunteers. The largest effort was the Civilian Conservation Corps (CCC) in the 1930's.

In FY 1992, the 7 National Forests in Idaho hosted 4,449 individuals in Human Resource Programs, accomplsihing 187 person years of work valued at $2,685,200. The Forest Service is prepared and ready to implement programs initiated by the new Administration and has shown that it can safely and efficiently administer programs of the type and magnitude described in this proposal.

Partnerships--Partnerships could be developed with Native American tribes, communities, and other agencies to share facilities and programs to improve the education and employment potential for Native Americans living on reservations near the boundaries of the Intermountain Region. The Forest Service can provide them practical work opportunities that would complete projects currently unfunded on the National Forests.

Rural Development--The Forest Service, through its rural development authority, provides professional, technical, and financial support for rural communities dependent upon National Forest resources. Eighty percent of the counties in Idaho are dependent upon natural resources for their livelihood, based on criteria established by the 1990 Farm Bill. This dependency places the Forest Service in an excellent position to assist these communities with job training and employment or accelerated work programs.

Where National Forest resources no longer provide sufficient economic support to the communities, rural development funds are authorized to assist them in developing new industries to replace the natural resource industries (i.e., timber sales, mining, etc.). Prior contacts and past experience will enable us to involve community leaders and citizens in planning, selecting and implementing projects that will provide long-term benefits to the community.

YOUTH EMPLOYMENT/TRAINING CORPS WITH FOCUS ON NATIVE AMERICANS

=== GENERAL OVERVIEW ===

DESCRIPTION: This program would provide unemployed or disadvantaged Native Americans with opportunities to acquire needed job skills and work experience while performing community service. Environmental and conservation work could be done in public sites such as parks, federal lands, recreation areas, low-income housing and other rural areas. Training would be acquired through cooperative efforts with local schools, trade technical schools and colleges.

A substantial number of Native Americans, ages 16 to 25, have difficulty making a successful transition from young adulthood to the responsibilities of an adult. Many of these youth are from single-parent, female-headed families with income below the poverty level. These youth have difficulty in finding and keeping jobs, which creates long periods of unemployment. They are parents at a young age, become involved in criminal activities and and often drop out of high school without the requisite level of basic skills needed to qualify for jobs that are not low paying or dead-ended. These youth have limited skills, a poor work ethic, and few family or tribal role models who are gainfully employed adults. The extremely high unemployment rate and low labor force participation of Native American youth often persists into their late 20's.

A typical example, the Uintah-Ouray Reservation, has a population of 2,050 with unemployment of some age groups as high as 98 percent. The average unemployment rate for Native Americans living on the reservation is 62 percent, with a high school dropout rate of 29 percent.

A Native American Youth Training Corp could provide enrollees a combination of applied learning--basic skills, technical training, work experience on conservation and environmental projects and other support services, as well as a source of income. These Youth Training Corps could range from groups of 8-10 enrollees to 150. They could operate as either residential or nonresidential. The size of the group and makeup of the work/training program would be based on the needs of the local reservation and host agency. A nonresidential program could be started immediately; however, sites would have to be prepared for a residential program.

LOCATION: There are twelve locations in Idaho that could be prepared quickly for work/training groups ranging in size from 10- to 150-person camps.

COSTS: Costs would vary depending on the number of enrollees, type of training, type of corp (i.e., residential/nonresidential), and the specific needs of the Native American community.

The cost of a residential slot is estimated to be $22,000 per year. The cost of a nonresidential slot would be $10,000 per year. An estimated 250 residential positions and 60 nonresidential positions could be accommodated in Idaho.

PARTNERSHIPS: Partnerships would be formed among the Forest Service, other federal agencies, state and local governments, the private sector and the Native Americans.

=== PROPOSED RESIDENTIAL CENTER ===
Gooding, Idaho

DESCRIPTION: The Gooding Job Corps Center would be established and operated by the Forest Service to provide educational and vocational training for qualified youth. A co-educational, year-round residential program is planned for approximately 300 co-ed students.

LOCATION: Gooding is 33 miles northwest of Twin Falls, Idaho, and about 95 miles from Boise, Idaho. The site is in the center of the Sawtooth National Forest.

START-UP TIME AND IMPLEMENTATION: Pre-planning (8 weeks), site identification and acquisition (34 weeks), design and construction (137 weeks), operations (55 weeks) and center opening (6 weeks) = approximately 186 weeks based on Department of Labor estimates. Opportunities exist to shorten these projected timeframes.

TARGET GROUP: According to Department of Labor figures, there are approximately 190,000 poverty youth in Alaska, Idaho, Oregon and Washington. The capacity of current Job Corps Centers is only 2,599. This Center would provide an opportunity for an additional 300 youths to participate in the Job Corps program.

COSTS: Start-up costs for the facility would be approximately $5-10 million.

PARTNERSHIPS: Potential partners include the State of Idaho, City of Gooding, Bureau of Land Management, Gooding School District, College of Southern Idaho and Idaho Department of Employment. Several of these partners have been contacted and expressed interest in participating.

INFRASTRUCTURE: The building that is proposed for the facility was constructed in the early 1960's as a tuberculosis hospital. The hospital was closed in 1968, with only intermittent use since then.

The building is in excellent condition structurally and has a marbled entrance way and operating elevator. It does show normal signs of non-use, but very little significant deterioration. Electrical, water, telephone and sewage utilities are intact and could be activated with little effort or expense.

The structure contains a kitchen, dining room, fast food snack facilities, classrooms, and three floors of single-room dormitory units with beds and individual toilets. Some renovation will be needed to provide adequate shower facilities. With the exception of an entrance ramp, the building appears to meet accessibility standards. The building is on approximately seven acres, but there is the possibility that 23 additional acres of surrounding properties could be obtained.

OTHER: Gooding is a small, full-service community with adequate medical services, excellent recreational facilities, a track, golf course, and tennis courts. Full use of these facilities will be granted.

It is anticipated the educational program would receive full accreditation from the State as an alternative high school. It shall also be the intent of the Forest Service to maximize opportunities afforded through linkages with other Job Training Partnership Act (JTPA) programs and agencies in order to enhance the quality of services offered by this Center, eliminate duplicated services, and reduce costs.

COMMUNITY SERVICE

=== COLLEGE COMMUNITY WORK SERVICE ===

DESCRIPTION: This program is designed to allow college graduates an opportunity to repay their student loans. College graduates would work for 1 to 2 years in various administrative and/or professional positions on a National Forest. At the end of the 1- or 2-year period, the graduates will have satisfied their financial obligations and be free to seek employment of their choice. This program could be implemented immediately where housing, supervision and career counseling are available. It is anticipated that housing and a small stipend would be provided by the Forest Service.

SOCIAL AND ECONOMIC BENEFITS: Working in a field commensurate with their degree, college graduates would gain experience while paying off college loans through service to the community. In return, the host Forest would receive a needed professional or technical resource.

PARTNERSHIPS: Coordinated partnerships with the college or university from which the student graduated, state Job Service, other federal agencies and the private sector. A partnership with HUD for subsidized rental units for students in the program would help the housing situation.

CAPABILITIES: Forest Service positions would be available in a wide range of occupations and skills.

=== WORKFARE ===

DESCRIPTION: The Workfare program currently is being administered by state Social Service organizations to provide employment and training opportunities so welfare recipients can become self-sufficient and removed from the welfare system. The Forest Service supports this program by providing National Forest work opportunities for Workfare enrollees. This program is currently being used on a small scale by some Forests but could be used by all units. Participants would be required to work 20 to 40 hours per week, depending upon individual circumstances, in clerical, labor, and technical positions.

The Forest Service would provide:

1. A meaningful work experience equal to a GS-3 level position.
2. Performance counseling through formal and informal evaluations.
3. Formal training.
4. Career counseling--a joint effort between Forest Service, state and federal job agencies, and the private sector.

=== DIRECT HIRE/CONTRACTING ===

DIRECT HIRE: The Forest Service has the capacity to hire, manage, and supervise an additional workforce to accomplish a variety of work. Generally, the workers would be utilized on resource management and maintenance projects, primarily for administrative and recreational facilities.

This workforce could be largely unskilled as on-the-job training would be provided to complete the required tasks. If hirees were skilled, attempts would be made to utilize those skills; special projects and work assignments could be developed for best workforce utilization.

Most work would be seasonal, generally extending from May through November.

It is anticipated that each Forest could manage a workforce of 50 persons under this program, for a total of about 350.

Allowances would need to be made in full-time equivalent (FTE) ceilings and funding for salaries, supplies, and travel.

A limiting factor would be available housing. Generally, the workers would be living in remote stations and accommodations for families could not be made.

CONTRACTING: Contracting for construction services is the most direct way to get funds into the local economy in a relatively short period of time. A combination of contracting and an expanded jobs program (Job Corps, youth employment, etc.) could provide opportunities to put people to work. Most of these projects would relate to buildings, potable water systems, roads, and improvements to timber stands, range and fish and wildlife.

With increased contracting, there is the potential for contractors to hire additional people. A negative factor would be that contractors probably would not reach very heavily into the large pool of persons with basic skill deficiencies that would be reached by other programs.

As shown below, the Intermountain Region can support efforts to provide a fast/early response to a job program in Idaho to funnel dollars into the economy. This would be accomplished through contracting for a wide variety of construction projects and services.

> Informal contract (under $25,000) awarded within 30 days: 100 projects, estimated cost of $1,875,000.
>
> Relatively noncomplex formal contracts (over $25,000) awarded within approximately 65 days: 20 projects, estimated cost of $6,000,000.
>
> More complex formal contracts (over $25,000) awarded within approximately 150 days: 10 projects, estimated cost of $14,000,000.

SENIOR WORKERS

DESCRIPTION: There are many (age 40 and over) who are finding it difficult to get back into the workforce. Some of these unemployed 'veterans' are in their 60's or 70's with a combined retirement and social security annuity that is too small to meet their basic needs, yet exceeds the income guidelines for Senior Community Service Employment. These individuals constitute a large percentage of the "unlisted unemployment" statistic of rural communities. They are formally listed as "discouraged workers" who have dropped out of the job market. Many of those under age 65 are drawing various forms of supplementary Social Security income or welfare payments. Most individuals demonstrate good work skills and good work ethics when given the opportunity to work.

PREVIOUS EXPERIENCE IN THIS AREA: The Region hired a large number of persons during the 1970's through Title X funds that were directed at counties where unemployment exceeded 6 percent. We regularly work with large numbers of temporary summer employees and could effectively assist our rural communities with a program that is not tied to a specific age or income level but rather uses unemployment as a qualification criteria.

There are opportunities on every Ranger District in the State to employ people through this type of program.

START-UP TIME: If funds were provided with the authority to employ individuals, the Intermountain Region of the Forest Service could implement the program immediately in Idaho and have 50-100 workers on board within 30 days, followed by 50-100 or more in another 30 days.

COSTS: The minimum wage and FICA for 50 weeks, 40 hours per week, would be $9,200. Adding $800 for administration, the cost of the enrollee's assistance package would be $10,000 per enrollee per year. Some of these enrollees would find other employment within the first 6 months while others would continue Forest Service employment as long as the program allowed because of very limited employment opportunities within their rural communities.

PARTNERSHIPS: Job Service and the Job Training Partnership Program could use this program for many hard-to-place trainees and unemployed individuals.

OUR CAPABILITIES: We could hire 50 to 80 in office-type positions and another 80 to 160 for field work. The biggest challenge would be providing an adequate fleet for field crews.

JOB CORPS

=== GENERAL OVERVIEW ===

For nearly three decades, the federally-funded Job Corps program has successfully helped America's most disadvantaged young people between the ages of 16 and 21 complete their education, learn lifetime skills, gain self respect, get jobs and, simply, turn their lives around. This success is because Job Corps offers comprehensive services that include: individualized education, occupational training, and a safe residential environment.

Job Corps provides these benefits to program participants:

- Complete medical, dental, eye, mental health, and substance and abuse counseling services.
- Work and civilian clothing.
- Social and recreational programs.
- Personal leadership development.
- Job placement services.
- Living and readjustment allowances.

Nationally during program year 1990, approximately 100,000 young men and women were served at 106 Job Corps Centers.

A general profile of an average enrollee:

- Is 18 years old.
- Has grade 7 entry-reading level.
- Has an annual family income of $5,800.
- 40% come from families on public assistance.
- 82% are high school dropouts.
- 73% have never been employed.

Within these states in the Intermountain Region of the Forest Service, the following youth were served by Job Corps during program year 1990:

Idaho	340
Nevada	1,020
Utah	2,880
Wyoming	250
TOTAL	4,490

Within these same states, there were approximately 79,000 youth eligible for the Job Corps program. There are an additional 680,000 young people in adjoining states who could benefit from a Job Corps Center.

There is a definite need to expand the Job Corps program. The proposal for a Job Corps Center at Richfield would help meet this need. We believe the proposed Center meets the general site selection/location criteria developed by the Department of Labor:

- Strong community interest and involvement.
- Documented need for the Center.
- Capacity to serve more at-risk youths.

While the primary objective of a Job Corps Center is to develop young people into productive citizens, one cannot overlook the fact that there will be a definite, positive economic and employment impact on any community where a Job Corps Center is located. A Center with its 300 or more students would have an estimated operating budget of over $5 million annually, most of which would be expended for such things as supplies, materials, food items, clothing, and health services in the general location of the Center. Additionally, many of the 70-75 member staff would be hired from within the local area and they, their families and the enrollees would spend much of their personal income within the vicinity of a Center.

PREVIOUS EXPERIENCE IN THIS AREA: The Forest Service has been involved in planning, developing and operating numerous Job Corps Civilian Conservation Centers for 27 years. Although the Intermountain Region does not currently administer a Job Corps Center, we work closely with Job Corps Centers in Colorado, Idaho, Montana, Nevada and Utah on vocational skills training projects.

OTHER SUPPORT INFORMATION

=== INFRASTRUCTURE ===

The Intermountain Region of the Forest Service has a significant backlog of projects that could appropriately be completed under an expanded jobs program. This is a summary of those projects:

- Office space (expansion, remodeling, construction)
- Comfort stations (construct 175 to 200 units)
- Warehouses (construct 3-4 with sizes varying from 5,000 to 10,000 sq. ft.)
- Water systems (need approximately 50 potable water systems upgraded or constructed to support administrative and recreation sites)
- Crew housing at remote stations (most are obsolete and unusable--need to be removed with appropriate replacement)
- Existing buildings (a large number need to be brought into compliance for handicapped accessibility requirements)
- Campgrounds (a large number have deteriorated and need major refurbishing--many were constructed to standards now obsolete and need to be brought into compliance with current standards)
- Inadequately maintained dwellings (some are not habitable in their present state and need repair)
- Expanded volunteer program (provide more trailer accommodations and recreation vehicles)
- Resources (do rehabilitation to bring them into compliance with Forest Plans, standards and guidelines)
- Major transportation routes (reconstruct routes where high traffic use has made that desirable).

A summary of these projects and estimated dollar amounts are shown on page 10. This listing is not all inclusive, as there are a large number of small projects that were not annotated in the summary.

Many of these projects can be accomplished by contracting or by fabrication in a central facility. Most will require some field construction which in all likelihood would best be accomplished by mobile crews.

Two alternatives that could be considered to meet the need for a residential training and fabrication center are: Consider using abandoned facilities which may be available in depressed economic areas. This alternative probably would require that some new facilities be built for construction and recreational activities. The disadvantages of this alternative are (1) the need to meet accessibility standards and uniform building codes in all remodeling and (2) the potential abandonment of these buildings should the program be phased out.

A second alternative would be to establish partnerships with existing technical schools, colleges and universities where classroom facilities, recreational areas, cafeterias and some lodging already exist. Construction would be limited to some dormitory facilities and the required fabrication facilities. Start-up times would be significantly reduced by the existing facilities, skills and faculty provided by the partnerships. An advantage of this alternative is that the partner could assume use of the buildings and put them to productive use should the work center be phased out.

To accomplish many of the identified backlog items, some construction and project work would be required in the field. The projects are spread over a wide geographic area so it would not be practical to commute. It would be desirable to have sites throughout the State to accommodate a workforce at the field locations. These sites might consist of a cluster of trailer pads with water, sewer, and electrical hookups. Crews could then be mobile and locate on any work site as the work plan dictated. It is also feasible that the sites could be occupied by work crews in a successional program; i.e., the first crew might do the concrete work with later crews doing the electrical, plumbing, and carpentry phases.

The first priority for implementation of a work program would be to establish partnerships with the local communities and agencies. Upon program approval and based upon approved guidelines, priorities will be set relating to personnel actions, construction of new facilities, and the preparation of remodeling and contracting packages.

The second priority would be to get the training center operational, followed by the initial construction of spike camps. Once the base and spike camps are operational, the next phase would be to construct housing to facilitate other work programs followed by construction of quarters and facilities to meet the Forest Service backlog. Construction of spike camps would be ongoing until the complex is completed. As new programs are started and staffed, enrollees will begin working on identified projects and the resource backlog.

Summary of the Backlog of
Forest Service Projects and Estimated Dollars

	Estimated Millions of Dollars
Office Space:	
New construction 7 District Offices	$ 6.0
Rehabilitation	1.75
Expansion	0.4
	8.15
Comfort Stations:	
175 units	3.4
Warehouses	2.0
Housing Units:	
15 four-plexes	4.5
4 bunkhouses	.6
	5.10
Flammable Storage/Pesticide Storage Building	3.3
Water Systems:	
40 springs developed	1.75
21 large distribution systems	4.3
26 small distribution systems	0.6
	6.65
Bridges (small)	3.0
Heavy Building Maintenance	.4
Campgrounds:	
New construction (9)	9.0
Rehabilitation	22.0
	31.0
Trails:	
New construction	2.0
Rehabilitation	2.0
	4.0
Volunteer Accommodations	1.3
Roads Reconstruction	61.0
National Resources/Environmental Projects	219.0
Total	$348.3

IDAHO

Programs	Possible Sites	No. of Enrollees	Person Years Cons./Res. Projects Accomp.	Value of Work Done	How Soon We Can Imple-ment	Est. Init. Cost	Annual Oper. Cost
Job Corps	1	300	4	$1MM/yr	186 weeks	$10MM	$5MM
Youth Training Partnership Program	3	210	210	$6MM	2 to 52 weeks	10MM	$5.9MM
Comm. Serv.: Coll. Grad. Workfare Dir. Hire/ Contract.	 SO-7 33 Dist.	 164 82 350	 164 82 350	 $3.6MM/yr 0.75MM/yr 4.9MM/yr	 6/1/93 4/1/93 6/1/93	 0 $200M $980M	 $984M $500M 4.9MM
Older Workers	40	164	109	$1.5MM/yr	4/1/93	$330M	$2.3MM